

U.S. Coast Guard - Locally Based, Nationally Deployed, Globally Connected; Internationally Prepared.

**A Monograph
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Abstract

U.S. COAST GUARD – LOCALLY BASES, NATIONALLY DEPLOYED, GLOBALLY CONNECTED; INTERNATIONALLY PREPARED by CDR Lee B. Mynatt, United States Coast Guard, 44 pages.

The theme for the Coast Guard's 2012 Posture Statement is 'locally based, nationally deployed and globally connected.' The Coast Guard is generally viewed as a domestic agency; however, there are Coast Guard missions that have an impact beyond the coastlines of the United States. This research reviews the Coast Guard missions, international engagements, and future trends to determine if the Coast Guard needs a program to educate and retain officers with skills in language, cultural and regional awareness to effectively operate in overseas environments. Finally, the research makes recommendations to Coast Guard Officer programs to meet the international requirements.

Table of Contents

| | |
|--|----|
| Introduction | 1 |
| U.S. Coast Guard Missions | 5 |
| Homeland Security Missions..... | 7 |
| Non-homeland security missions..... | 14 |
| International Engagements | 20 |
| International Training | 20 |
| International Maritime Organization (IMO)..... | 22 |
| Fisheries..... | 23 |
| Transnational Threats (illicit drugs) | 25 |
| Future Trends | 26 |
| Population Growth..... | 27 |
| Demand for Fisheries | 29 |
| Environmental Change | 31 |
| Globalization | 33 |
| Recommendations and Conclusions | 35 |
| Recommendation | 39 |
| BIBLIOGRAPHY | 41 |

Introduction

One of the single largest reorganizations of the U.S. government occurred on November 25, 2002 with the passage of the Homeland Security Act of 2002. The creation of the Department of Homeland Security after the terrorist attack of September 11, 2001 merged together 29 different organizations, all focused on protecting the nation.¹ The mission areas for the Department of Homeland Security are 1) Preventing Terrorism and Enhancing Security, 2) Securing and Managing Our Borders, 3) Enforcing and Administering Our Immigration Laws, 4) Safeguarding and Securing Cyberspace, and 5) Ensuring Resilience to Disasters.² The United States Coast Guard was transferred in whole from the Department of Transportation to the Department of Homeland Security.³ Additionally, the Homeland Security Act of 2002 classified the myriad Coast Guard duties under eleven distinct missions. The transfer to the Department of Homeland Security is a continuation of the Coast Guard's historical roots of adapting and changing to the needs of the Nation. The origins of Coast Guard go back over 200 years with roles and missions being added and evolving throughout the Service's history. Although traditionally envisioned as a domestic agency, many of the Coast Guard's eleven missions have impacts beyond the U.S. borders.

The Coast Guard is "military, multi-mission and maritime."⁴ The Coast Guard further organizes the eleven missions under overarching roles. The broad roles are: maritime safety, maritime security, and maritime stewardship. In general, the maritime safety role includes search

¹ Department of Homeland Security, "Fact Sheet," Department of Homeland Security, <http://www.dhs.gov/ynews/fact-sheet/20111202.shtm> (accessed January 11, 2012).

² Department of Homeland Security, *Quadrennial Homeland Security Review* (Washington: Department of Homeland Security, February 2010), 19.

³ *Homeland Security Act of 2002*, Public Law 107-296, 107th Congress (November 25, 2002), Title VIII, Sec. 888.

⁴ U.S. Coast Guard, *Publication 1; U.S. Coast Guard: America's Maritime Guardian* (Washington: U.S. Coast Guard, May 1, 2009), 1.

and rescue response and the development and inspection of the safety regulations. Maritime security focuses on the law enforcement and security responsibilities including national defense capabilities. Maritime stewardship involves marine pollution response, enforcement of the fishery resources and activities to promote the maritime transportation system to include aids to navigation. Another way to view the Coast Guard missions is through the statistics such as an average day the Coast Guard: responds to 64 search and rescue cases, saves 13 lives and \$260,000 in property, stops 959 pounds of cocaine from reaching the U.S., interdicts 10 undocumented migrants, services 49 buoys, screens 679 commercial vessels and 170,000 crew and passengers, inspects 70 containers, performs 30 safety and environmental examination of foreign vessels entering U.S. ports, boards 15 fishing boats to ensure compliance with fisheries laws, investigates 12 marine accidents, responds to 10 pollution incidents, completes security boarding of 5 high interest vessels, and escorts 4 high-value Navy vessels in U.S. waters.⁵

This paper will review Coast Guard missions and engagements to determine if the Coast Guard should educate and maintain personnel with key skills in order to foster and sustain relationships with international partners. As a military service, the Department of Defense Foreign Area Officer (FAO) program provides a model to develop a Coast Guard program, if there is a need. Similar to the Department's FAOs, the Coast Guard has officers that are assigned as liaisons around the globe; however, most are located in the Western Hemisphere. For the Department of Defense, FAOs are the uniformed expert with critical skills in "language, cultural awareness and regional expertise."⁶ With these skills the FAO's play an integral role in "shaping and accomplishing U.S. strategic imperatives of fostering and sustaining cooperative relationships

⁵ Department of Homeland Security, *Safety, Security, and Stewardship: 2011 DHS White Paper on the U.S. Coast Guard* (Washington: Department of Homeland Security, 2011), 17.

⁶ Department of Defense, *DOD 2009 Annual Foreign Area Officer Report* (Washington: Department of Defense, August 2010), 4.

with international partners.”⁷ Additionally, the 2010 Quadrennial Defense Review stated that “operating in partnership with host-nation security forces and among local populations puts a premium on foreign language skills and regional and cultural knowledge”.⁸

The importance of forging and building international partnerships and multinational capacity is a common theme in the National, Department of Defense, and Coast Guard strategies. The Budget Control Act of 2011 mandates reductions in federal spending, including defense and homeland security spending. Increased capabilities of allies and partners create opportunities for “burden-sharing” in light of the tight fiscal position of the United States.⁹ The Department of Defense release of *Sustaining U.S. Global Leadership: Priorities for the 21st Century* provides a U.S. Armed Forces missions to support the 2010 National Security Strategy and provides the guidance for the “recalibration” of the Joint Force in the current budget environment.¹⁰ In order to meet the “complex challenges of the global security environment,” the Defense Department stresses importance the building of partnership capacity through the sustainable presence abroad.¹¹ Furthermore, the 2010 *National Security Strategy* states America’s national security depends on established alliances. Additionally, the pursuit of new partners is essential to the security and prosperity within regions as well as globally.¹²

The international approach continues in the Navy, Marine Corps, and Coast Guard’s *Cooperative Strategy for the 21st Century Seapower*. Specifically, the unified maritime strategy states that the Sea Services must become adept at forging international partnerships to provide for

⁷ Ibid.

⁸ Department of Defense, *Quadrennial Defense Review Report* (Washington: Department of Defense, February 2010), 29.

⁹ Department of Defense, *Sustaining U.S. Global Leadership: Priorities For the 21st Century* (Washington: U.S. Department of Defense, January 2012), i.

¹⁰ Ibid., 4.

¹¹ Ibid., 5.

¹² White House, *National Security Strategy*, (Washington: White House, May 2010), 11.

the security and stability of the maritime domain. The “trust and cooperation” are the qualities that cannot be surged in the moment of crisis.¹³ The Coast Guard elaborates the framework and strategic intent of the service in the *Coast Guard Strategy for Maritime Safety, Security and Stewardship*. In this document, a Coast Guard strategic priority is “focusing on International engagement on maritime governance” involving the collaborative approach to building regimes, awareness and operational capabilities that strengthen the international maritime community.¹⁴ The consistent theme of international engagement is evident from the national-level through the service and the current fiscal position of the United States elevates the need for shared efforts. The layered strategic framework provides the broad context to promote, develop, and build international partners; however, personnel will need the key skills of language, cultural awareness and regional expertise to provide the critical facilitation to realize the strategic guidance.

In addition to the eleven mandated missions, the Coast Guard established and maintains international engagement through an international training program and through participation and leadership in the regulatory aspects of the shipping industry. In close coordinating with the Department of State, the Coast Guard has agreements for some law enforcement responsibilities, such a fisheries enforcement and drug interdiction.

Finally, the paper will review a limited number of global trends, such as world population growth, fisheries resources, and the impacts of climate change. These global trends are reviewed to determine what impact these trends might have on the statutory missions of the Coast Guard. The insight of global trends impact on the missions will further determine a increasing or decreasing trend in the need for personnel skilled in language, cultural and regional awareness to enhance mission effectiveness.

¹³ General James Conway, Admiral Gary Roughhead, and Admiral Thad Allen, *A Cooperative Strategy for 21st Century Seapower* (Washington: U.S. Navy, October 2007), 8.

¹⁴ U.S. Coast Guard, *The U.S. Coast Guard Strategy for Maritime Safety, Security, and Stewardship* (Washington: U.S. Coast Guard, January 19, 2007), 50.

The theme for the Coast Guard's 2012 Posture Statement is "locally based, nationally deployed and globally connected."¹⁵ Further, the Coast Guard's international presence is highlighted in the first-ever Department of Homeland Security's White Paper on the U.S. Coast Guard. The White Paper is a strategic document that is grounded in the assumption that the "security of the United States is tied to and dependent upon our continued global engagement."¹⁶

With the current focus on international engagement and partnership, this paper will make recommendations for a program to develop and retain skills needed to enhance the Coast Guard effectiveness in the global environment. The strategic focus on international partners has been longstanding; however, the projected reductions in military to include the Coast Guard have placed a renewed emphasis on the need for international partnerships and alliances.¹⁷

U.S. Coast Guard Missions

"A few armed vessels, judiciously stationed at the entrances our ports, might at a small expense be made useful sentinels of the laws."

Alexander Hamilton¹⁸

The modern day Coast Guard traces its history to the Tariff Act of 1790, which authorized the Revenue Marine that had an initial authorization of ten boats to collect revenue and authorized forty "officers of the customs."¹⁹ The intent of the Revenue Marine Service was to collect tariffs and tonnage duties on imported goods. This revenue was much needed for the young nation. The challenge was that smuggling had become a "well-established custom" and was recognized as a "meritorious national enterprise" under the British rule.²⁰ As the young

¹⁵ U.S. Coast Guard, *United States Coast Guard 2012 Posture Statement with 2013 Budget in Brief* (Washington: U.S. Coast Guard, February 2012), 11.

¹⁶ Department of Homeland Security, *2011 DHS White Paper*, iii.

¹⁷ The Coast Guard's FY2013 budget request reflects a 3.9 percent reduction.

¹⁸ Alexander Hamilton, *The Federalist Number 12*, New York 1787.

¹⁹ Irving King, *The Coast Guard Under Sail: The Revenue Cutter Service 1789-1865* (Annapolis, MD: Naval Institute Press, 1989), 5.

²⁰ *Ibid.*, 3.

nation, grew the Revenue Marine Service evolved with the needs of the nation and became the U.S. Coast Guard in 1915 when the Revenue Marine (later became known as Revenue Cutter Service) merged with the civilian Life-Saving Service.²¹ Other significant additions of civilian agencies include the 1939 addition of the U.S. Lighthouse Service and the 1946 addition of the Bureau of Marine Inspection and Navigation.²² Although the Coast Guard continued to expand its responsibilities and authorities, the service remained under the Department of Treasury. However, the Johnson Administration determined that many of the Coast Guard functions were better aligned in the newly formed Department of Transportation and despite the initial objections by the Treasury Secretary and Coast Guard Commandant the transfer occurred in April 1967.²³

With the passage of the Homeland Security Act of 2002 the Coast Guard was transferred in whole from the Department of Transportation to the Department of Homeland Security. Additionally, the Homeland Security Act classified the myriad of Coast Guard duties into eleven distinct missions.²⁴ These eleven missions are divided into Homeland Security Missions and Non-Homeland Security Missions. The Homeland Security Missions are: 1) Ports, waterways and coastal security, 2) Drug interdiction, 3) Migrant interdiction, 4) Defense readiness, and 5) Other law enforcement (preventing illegal foreign fishing vessel encroachment in the EEZ). The Non-Homeland Security Missions are: 1) Marine Safety, 2) Search and rescue, 3) Aids to navigation, 4) Living marine resources (fisheries law enforcement), 5) Marine environmental protection and 6) Ice Operations. The missions of today's Coast Guard are a result of over two centuries of mission growth and expansion into all areas of the maritime domain.

²¹ Irving King, *The Coast Guard Expands 1865-1915 New Roles, New Frontiers* (Annapolis, MD: Naval Institute Press, 1996) 240.

²² U.S. Coast Guard, *Publication 1*, 45.

²³ U.S. Coast Guard, *Publication 1*, 50.

²⁴ *Homeland Security Act of 2002*, Public Law 107-296, 107th Congress (November 25, 2002), Title VIII, Sec. 888.

Homeland Security Missions

The terrorist attacks on 11 September 2001 and the subsequent creation of the Department of Homeland Security created a new emphasis for much of the Government. The first homeland security mission listed in the Homeland Security Act of 2002 is ports, waterways and coast security. This mission is related to the safeguarding of U.S. ports, harbors, vessels, and waterfront facilities from accidents, sabotage or other subversive acts.²⁵ Additionally, the passage of the Maritime Transportation Security Act of 2002 designated the Coast Guard Captain of the Port as the Federal Maritime Security Coordinator. These strengthened authorities designated the Coast Guard as the lead agency for all maritime security planning and operations within U.S. ports and waterways.²⁶ Examples of these efforts include the escorting of high-value naval vessels,²⁷ escorts of high-capacity passenger vessels, and boarding of high interest vessels.²⁸

While the U.S. has fortunately not experienced water born terrorist attack within the domestic waters, the small boat attack on USS COLE in October 2000 resulted the death of seventeen sailors and highlights the challenges faced with mission.²⁹ Additionally, the terrorists that executed the attacks in Mumbai, India in November 2008 entered India via a hijacked fishing vessel further highlight the challenges of maritime security within the littorals.³⁰ To support this mission, the Coast Guard commissioned the Maritime Security Response Team which is a highly specialized resource with advanced counterterrorist skills and tactics. Additionally, the Coast

²⁵ U.S. Coast Guard Office of Counterterrorism and Defense Operations, "Ports, Waterways, and Coastal Security," U.S. Coast Guard, <http://www.uscg.mil/hq/cg5/cg532/pwcs.asp> (accessed January 13, 2012).

²⁶ *Maritime Transportation Security Act of 2002*, Public Law 107-295, 107th Congress (November 25, 2002), Title III, Sec. 301.

²⁷ High-value naval vessels include aircraft carriers, submarines, and other major vessels.

²⁸ High interest vessels are determined by the type of cargo or previous ports of call.

²⁹ Department of Defense, *DOD USS COLE Commission Report* (Washington: Department of Defense, January 9, 2001), 1.

³⁰ Somino Sengupta, "At Least 100 Dead in India Terror Attacks," *New York Times*, <http://www.nytimes.com/2008/11/27/world/asia/27mumbai.html> (accessed February 5, 2010).

Guard commissioned twelve Maritime Safety and Security teams that provide enhanced security capabilities. These units are in addition to the existing multi-mission assets.³¹ The continued challenge is to maintain security without restricting the flow of good and people within the maritime domain.

The Ports, Waterways and Coastal Security mission is domestic in nature and does not require personnel skilled in regional, cultural or language training. However, when this mission is applied to the border regions of the U.S. basic language skills would be beneficial. This capability is related to the Coast Guard competencies and resources available to support the national-level defense and security strategies. The 2010 winter Olympics in Vancouver, Canada are an example of border region experienced the deployment of multiple military and security forces in support of a major event.³² The coordination would benefit with U.S. presence having a thorough understanding when working with Canadian military and agencies.

The May 2008 agreement between the Secretaries of Defense and Homeland Security formalizes the Coast Guard capacities and capabilities to support national objectives. This agreement establishes the requirements of the defense readiness mission.³³ Previously, the Coast Guard and Navy issued a joint policy statement on the National Fleet in 2006. The three attributes of the National Fleet are 1) consists of ships, boats, aircraft and command and control that are interoperable, 2) forces that are designed around common systems when possible, and 3) that the

³¹ Coast Guard Office of Counterterrorism and Defense Operations, "Ports, Waterways, and Coastal Security," U.S. Coast Guard, <http://www.uscg.mil/hq/cg5/cg532/pwcs.asp> (accessed February 12, 2012).

³² Kim Murphy, "Providing security at Vancouver Olympics is a daunting task," Los Angeles Times, <http://articles.latimes.com/2010/feb/11/nation/la-na-olympic-security11-2010feb11> (accessed March 20, 2012).

³³ U.S. Coast Guard, *Publication 1*, 9.

National Fleet can support the “broad spectrum of National Security requirements.”³⁴ As a result, Coast Guard assets from the design and budgetary process are reviewed to ensure complementary capabilities and interoperability with the other sea service.

The Coast Guard has a long history of supporting our national defense. With the Revenue Marine cutters the only armed U.S. ships,³⁵ Congress assigned these cutters first military tasks as the Quasi-War with France loomed in 1797.³⁶ The support to National Defense continues with the continued deployment of six Coast Guard patrol boats to U.S. Central Command in support of operations in Iraq. Additionally, the Coast Guard was transferred to be a part of the Navy during both World Wars.³⁷ Although the Coast Guard has not since been transferred to the Navy, the Service continued to play a role in the Nation’s wars.³⁸

The Coast Guard defense readiness mission includes the following competencies:

Maritime interception and interdiction – Operations to board and intercept vessels in support of military operations.

Military environmental response – Response to oil or hazardous material releases that could disrupt military operations.

Port operations, security, and defense – Operations to ensure port and harbors have no hostile threats to military forces.

Theater security cooperation – Conducting military activities with other nations to shape the environment.

³⁴ Admiral Michael Mullen and Admiral Thomas Collins,” National Fleet: A Joint Navy/Coast Guard Policy Statement,” U.S. Navy, http://www.navy.mil/navydata/cno/2006_national_fleet_policy.pdf (accessed February 10, 2012).

³⁵ U.S. Navy was disbanded after the Revolution.

³⁶ U.S. Coast Guard, *Publication 1*, 27.

³⁷ Stephen Evans, *The United States Coast Guard 1790-1915; A Definitive History* (Annapolis, MD: United States Naval Institute, 1949), 218.

³⁸ U.S. Coast Guard, *Publication 1*, 47.

Coastal sea control – Operations to ensure the safe and unimpeded use of offshore areas by military forces.

Rotary wing air intercept – The use of helicopter in support of air defense.

Combatting terrorism – Operations to prevent and respond to terrorist attacks.

Maritime operational threat response support – Support to the national-level maritime command centers for coordinated U.S. planning and response to maritime security threats.³⁹

These capabilities and competencies support the Combatant Commander and national objectives in peacetime, crisis and war and are intertwined within the 11 statutory missions. This mission alone would not require the Coast Guard to develop linguistic or cultural skills. In a support role with Department of Defense, these skills would be obtained through the use of the other armed services FAOs. As highlighted in the Quadrennial Defense Review, operating in partnership demands a high degree of language and regional experience.⁴⁰

The importance of the Theater Security Cooperation competency is highlighted in the Quadrennial Defense Review analysis that recommended the Department of Defense “rebalance” in order better support the “key mission of build the security capacity of partner states.” This mission was one of six missions that the analysis suggested further balancing.⁴¹ In order to better support this mission, the Department of Defense initiative to increase investments in language centers to include regional and cultural training. Additionally, the “Military Departments will regionally align some portion of their forces” to capitalize on these investments.⁴² Currently, the Coast Guard has patrol boats that are providing protection to Iraq’s offshore oil infrastructure in

³⁹ U.S. Coast Guard, *Publication 1*, 96.

⁴⁰ Department of Defense, *Quadrennial Defense Review Report*, 29.

⁴¹ Department of Defense, *Quadrennial Defense Review Report*, 2.

⁴² *Ibid.*, 29-30.

Central Command. The Coast Guard deployed to the region is also providing training to Iraqi Naval forces.⁴³ The unique competencies of the Coast Guard such as law enforcement could be in demand with the focus on building partner states security capacity. An increase in the demand of Coast Guard participation for theater security cooperation could elevate the need for language, regional and cultural expertise if a regional focus for Coast Guard theater security cooperation is established.

Drug interdiction mission involves operations to prevent the influx of drugs into the country. The Coast Guard is the lead agency for maritime drug interdiction and the co-lead for air interdiction operations with the U.S. Customs and Border Protection under the National Drug Control Strategy.⁴⁴ Additionally, the Commandant of the Coast Guard serves as the Interdiction Committee Chairperson to support the National Drug Control Strategy. The Interdiction Committee provides interagency recommendations to disrupt illicit trafficking systems.⁴⁵ The Coast Guard focuses interdiction efforts in the transit zone which consists of the Caribbean Sea, Gulf of Mexico and the eastern Pacific Ocean. Additional efforts are conducted in the arrival zone (coastal approaches to the United States).⁴⁶ Within the past three years (2009-2011) the Coast Guard has seized an average of 235,655 pound of cocaine and 44,637 pounds of marijuana.⁴⁷

⁴³ Department of Homeland Security, *Safety, Security and Stewardship: 2011 DHS White Paper on the Coast Guard*, 17.

⁴⁴ U.S. Coast Guard, "Drug Interdiction," U.S. Coast Guard, http://www.uscg.mil/hq/cg5/cg531/drug_interdiction.asp (accessed February 11, 2012).

⁴⁵ Office of National Drug Control Policy, "Interdiction Committee," Office of National Drug Control Policy, <http://www.whitehouse.gov/ondcp/TIC> (accessed February 11, 2012).

⁴⁶ Office of National Drug Control Policy, *National Drug Control Strategy: FY 2011 Budget Summary* (Washington: Office of National Drug Control Policy, 2010), 95-96.

⁴⁷ U.S. Coast Guard Office of Law Enforcement, "Coast Guard Drug Removal Statistics," U.S. Coast Guard, <http://www.uscg.mil/hq/cg5/cg531/Drugs/stats.asp> (accessed February 11, 2012).

“There is a global recognition that addressing the use, production, and trafficking of drugs is a shared responsibility among all nations.”⁴⁸ Further, the Coast Guard counterdrug strategy provides a comprehensive approach that includes: 1) maintain a strong presence in the transit and arrival zones, 2) strengthen ties with source and transit nations, and 3) support interagency and international efforts.⁴⁹ Demonstrating commitment to the international efforts, the Coast Guard maintains overseas billets in source and transit zone countries: Cuba, Haiti, Colombia, Panama, Costa Rica, Bahamas, Barbados, Trinidad and Tobago, Netherland Antilles and Dominican Republic. Consequently, a language, culture and regional expertise is critical in working with the transit zone nations and drug-producing nations to enhance the overall goal of removal of illicit drugs.

To further the international efforts, the Coast Guard works closely with the State Department to negotiate bi-lateral agreements with many of the countries in the Caribbean and Central and South America. These agreements at times provide authorities to board, seize and detain vessels for prosecution either in the country of nationality or the United States.⁵⁰ This provides an import link to ensure those involved are prosecuted. During the past three years (2009-2011) the Coast Guard has detained an average of 245 persons per year associated with the illicit drug trafficking.⁵¹

Similarly, migrant interdiction mission focuses on the prevention of the flow of undocumented immigrants traveling via maritime means to America’s shores. As such, the Coast Guard is the lead maritime law enforcement agency and is tasked with enforcement immigration

⁴⁸ Office of National Drug Control Policy, “International Partnerships,” Office of National Drug Control Policy, <http://www.whitehouse.gov/ondcp/international-partnerships> (accessed February 11, 2012).

⁴⁹ Office of National Drug Control Policy, *National Drug Control Strategy: FY 2011 Budget Summary*, 95.

⁵⁰ CDR Mark Vlaun (Coast Guard Attorney), interviewed by author, January 27, 2012.

⁵¹ U.S. Coast Guard Office of Law Enforcement, “Coast Guard Drug Removal Statistics,” U.S. Coast Guard, <http://www.uscg.mil/hq/cg5/cg531/Drugs/stats.asp> (accessed February 11, 2012).

laws and policies at sea.⁵² The migrant interdiction also has a humanitarian and safety of life at sea dimension since many migrants take great risks in unseaworthy vessels in the attempt to flee their country.⁵³ Within the past three years (2009-2011) the Coast Guard has interdicted on average 2,676 illegal migrants annually with the primary countries being Haiti, Cuba, and Dominican Republic.⁵⁴ The Coast Guard has established liaisons in these countries.

Migrant interdiction mission would benefit from language, cultural and regional expertise within the Coast Guard. Since the majority of the undocumented migrants are returned to the country of origin. Coast Guard Liaisons assist in in port call arrangements to facilitate the repatriation of the migrants. Additionally, Coast Guard personnel in country would also be able to have a better understanding of the internal dynamics that could lead to at sea immigration attempts.

Other law enforcement (fisheries) mission primarily focuses on upholding U.S. maritime sovereignty within the Exclusive Economic Zone (EEZ) and enforcement of the international fisheries agreements such as the United Nations High Seas Driftnet Moratorium in the North Pacific. According to the Food and Agriculture Organization of the United Nations, illegal, unreported, and unregulated (IUU)⁵⁵ fishing is a “global problem” that impacts nearly all fisheries from national jurisdiction fisheries to high seas fisheries.⁵⁶ Since the fish stocks cross national boundaries, the health of U.S. fish stocks is more than preventing encroachment into the U.S. EEZ. Accordingly, the third goal in the Coast Guard’s Fisheries Enforcement Strategic Plan is to

⁵² U.S. Coast Guard Office of Law Enforcement, “Alien Migrant Interdiction,” U.S. Coast Guard, <http://www.uscg.mil/hq/cg5/cg531/AMIO/amio.asp> (accessed February 11, 2012).

⁵³ U.S. Coast Guard, *Publication 1*, 9.

⁵⁴ U.S. Coast Guard Office of Law Enforcement, “Alien Migrant Interdiction,” U.S. Coast Guard, <http://www.uscg.mil/hq/cg5/cg531/AMIO/FlowStats/currentstats.asp> (accessed February 11, 2012).

⁵⁵ Illegal fishing is in violation of laws and regulations. Unreported fishing is unreported or misreported in contravention to laws and regulations. Unregulated fishing occurs where there is no conservation or management in place.

⁵⁶ Food and Agriculture Organization of the United Nations, *The State of the World Fisheries and Aquaculture 2010* (Rome: FAO, 2010), 93.

ensure compliance with international agreements for the management of fisheries. As such, the Coast Guard “partners closely” with the National Oceanic and Atmospheric Administration’s (NOAA) National Marine Fisheries Service and the State Department to develop enforceable international agreements.⁵⁷

The homeland security missions that are related to law enforcement (drug interdiction, migrant interdiction, other law enforcement) have an international component. Correspondingly, the Coast Guard has assigned liaisons to several countries in which there is production and/or transit of narcotics and significant sea born undocumented migrant activity. However, there is no formalized training requirement for the majority of the personnel assigned to these embassies.⁵⁸ The Coast Guard has recognized the need for international engagement and committed to the assignment of personnel abroad; however, the law enforcement missions would be enhanced if the personnel assigned abroad received formal training related to the language, culture and regional awareness. Illegal narcotics, illegal immigration, and fish stocks are transnational in nature and therefore require a multinational approach. The international approach is evident from the United Nations, Office of National Drug Control Policy, State Department, National Marine Fisheries Service and the Coast Guard. Therefore, the Coast Guard has a need to develop and retain skills in order to work within the international environment. Additionally, these skills would benefit the service by providing personnel skilled in language, culture awareness and regional expertise to further Coast Guard mission.

Non-homeland security missions

The intent of Congress was for the Coast Guard to maintain the full spectrum of multi-mission activities in the Homeland Security Act of 2002. The law prohibits the Secretary of

⁵⁷ U.S. Coast Guard, *Fisheries Enforcement Strategic Plan; Ocean Guardian* (Washington: U.S. Coast Guard, September 20, 2004), 10.

⁵⁸ CDR Nate Moore (Chief, Officer Assignment Branch), interviewed by author, January 30, 2012.

Homeland Security from reducing missions of the capacity to perform the full range of missions. In fact, section 888 is titled “Preserving Coast Guard mission performance.”⁵⁹

The marine safety mission is accomplished under broad legal authorities to enforce safety requirements on U.S. and foreign vessels operating in U.S. waters in order to ensure the safe operation and navigation of these vessels. The Coast Guard is also the lead agency for enforcing safety regulations, certifying and licensing mariners, and investigating commercial marine casualties in consultation with the National Transportation Safety Board.⁶⁰

Although the majority of the marine safety mission is completed domestically, the shipping industry by its very nature has an international component. The Coast Guard has two commands abroad: Activities Europe in Rotterdam, Netherlands and Activities Far East in Yokota, Japan. The 27 personnel assigned in Rotterdam and the 13 personnel in Japan provide the core missions of U.S. flag administration, Port State Control, International Ship and Port Facility Security Code⁶¹ and international outreach and engagement.⁶² In addition to the marine safety commands, there is a detachment of 11 marine safety personnel in Singapore.⁶³ These personnel assigned abroad would benefit from cultural and regional education in addition to the language training received for some assignments.⁶⁴

⁵⁹ *Homeland Security Act of 2002*, Public Law 107-296, 107th Congress (November 25, 2002), Title VIII, Sec. 888.

⁶⁰ Department of Homeland Security, *The U.S. Department of Homeland Security; An Overview* (Washington: Department of Homeland security, 2011), 30.

⁶¹ US flag administration relates to the inspections and certification of U.S. flagged vessels operating abroad. Port State Control relates to the inspection and certification of high-risk foreign vessel desiring entry into U.S. ports. International Ship and Port Facility Security Code is related to a 2004 amendment to the UN Safety of Life at Sea Convention prescribing minimum security requirements for ships, facilities and personnel.

⁶² U.S. Coast Guard Activities Europe, “Activities Europe, Core Mission Set,” U.S. Coast Guard, <http://www.uscg.mil/acteur/> (accessed February 12, 2012).

⁶³ Department of Homeland Security, *DHS White Paper*, 51.

⁶⁴ CDR Nate Moore (Chief, Officer Assignment Branch), interviewed by author, January 30, 2012.

The marine safety mission also results in the Coast Guard's lead role in the International Maritime Organization (IMO). The IMO is a specialized agency within the United Nations with the overall objectives of "safe, secure and efficient shipping on clean oceans."⁶⁵ The IMO established by a convention in the United Nations in 1948. Today, the IMO has 170 member states and three associate members. There are a number committees and subcommittees that address the maritime issues that include prevention and control of pollution, ship stability, cargo, and personnel training.⁶⁶ The Coast Guard has been involved with the IMO since the convention came into force in 1958.⁶⁷

The marine safety mission is regulatory in nature. As a result, there is not a need for personnel skilled in language, culture and regional experience. However, the assignment of personnel abroad raises the requirements for these skills. Further, maintaining a core responsibility for international outreach and engagement by personnel living abroad significantly raises the requirements for international skills.

The search and rescue mission dates back to the initial founding of the Coast Guard. Today, the Coast Guard is the lead agency for maritime search and rescue in U.S. waters. "Global search and rescue expertise and leadership are a Coast Guard core competency."⁶⁸ The civilian U.S. Lifesaving service was created in 1848 with the responsibility to aid mariners in distress. However, this service was joined with the Revenue Cutter Service in 1915 to establish the Coast Guard. Although the Coast Guard played a role in maritime search and rescue, it was not until 1965 that the Coast Guard received responsibility for all search and rescue for operation in U.S.

⁶⁵ International Maritime Organization, "IMO What is it," International Maritime Organization, <http://www.imo.org/About/Documents/IMO%20What-it-is%20web%202009.pdf> (accessed February 12, 2012).

⁶⁶ Ibid., 5.

⁶⁷ U.S. Coast Guard, "USCG IMO Homepage," U.S. Coast Guard, <http://www.uscg.mil/imo/> (accessed February 14, 2012).

⁶⁸ U.S. Coast Guard, *Publication 3-0; Operations* (Washington: U.S. Coast Guard, February 2012), 27.

waters.⁶⁹ In addition to the small boat stations and air stations around the U.S. available to respond to search and rescue operations, the Coast Guard sponsors Automated Mutual Assistance Vessel Rescue System. Established in 1958, the voluntary reporting system receives position data from reporting ships that are available to worldwide search and rescue authorities assist persons in distress at sea.⁷⁰

In the Aids to Navigation mission, the Coast Guard is responsible for maintaining aids to navigation such as buoys and navigation markers to facilitate the economical movement of goods and people. This mission can trace its roots to the Lighthouse Service which was established in 1789 and merged into the Coast Guard in 1939.⁷¹ In addition to fixed objects, the Coast Guard operates the Maritime Differential Global Positioning System. By utilizing land based towers, the GPS system has greatly improved accuracy in the maritime region of the U.S. Although this may seem like an unanticipated part of the aids to navigation mission, the Coast Guard developed and deployed an electronic Long Range Aids to Navigation (LORAN) during World War II.⁷² LORAN used land based towers to transmit a signal and as a result of triangulation of multiple signals a precise position could be obtained. At one point the Coast Guard maintained LORAN stations around the globe, but the technology was replaced by GPS and the Coast Guard terminated LORAN operations in 2010.⁷³ Separately, the Coast Guard provides vessel traffic services in the twelve select ports: (Prince William Sound (Valdez), Puget Sound (Seattle), San Francisco, Los Angeles/Long Beach, Houston-Galveston, Berwick Bay (Morgan City, LA),

⁶⁹ U.S. Coast Guard, *Publication 1*, 49.

⁷⁰ U.S. Coast Guard, "History of the AMVER System," U.S. Coast Guard, <http://www.amver.com/amverhistory.asp> (accessed February 14, 2012).

⁷¹ U.S. Coast Guard, *Publication 1*, 43.

⁷² U.S. Coast Guard, *Publication 1*, 45.

⁷³ *Department of Homeland Security Appropriations Act of 2010*, Public Law 111-83, 111th Congress (October 28, 2009), Title II.

Lower Mississippi (New Orleans), Louisville, Saint Mary's River (Sault Ste Marie, MI), Port Arthur, TX, Tampa and New York.

The Coast Guard is the “primary agency” for at-sea fisheries enforcement⁷⁴. The priorities for Coast Guard's at-sea fisheries enforcement are: 1) protecting the U.S. economic zone from foreign encroachment, 2) enforcing domestic fisheries laws and 3) supporting international fisheries agreements.⁷⁵ Conducting the Living Marine resources mission is daunting considering the U.S. has the largest EEZ in the world containing 3.4 million square miles. This mission is directly linked with the homeland security mission of other law enforcement. As the lead for the at-sea enforcement, the Magnuson-Stevens Fishery Conservation and Management Act establishes the Coast Guard is a nonvoting member of the Regional Fishery Management councils.⁷⁶

The Living Marine Resources mission contains significant international engagement. Not only from the enforcement but also for the international work to protect the biodiversity of the oceans since the fish do not recognize borders.

Marine environmental protection mission relates to the development and enforcement of regulations to safeguard the maritime domain from the introduction of invasive species, stop unauthorized ocean dumping and prevent oil and chemical spills into America's waterways.⁷⁷ Although oil spills in the 1970's resulted in legislation and Coast Guard responsibilities for coordinating and administrating oil spill cleanup, the 1989 Exxon Valdez oil spill in Alaska had the most significant impact to the Coast Guard's role in environmental disasters. The Oil Pollution Act of 1990 passed in the wake of the spill significantly increased the Coast Guard's

⁷⁴ U.S. Coast Guard, *Publication 1*, 12.

⁷⁵ U.S. Coast Guard, *Ocean Guardian, Fisheries Enforcement Strategic Plan* (Washington: U.S. Coast Guard, September 20, 2004), 3.

⁷⁶ *Magnuson-Stevens Fisher Conservation and Management Act*, Public Law 94-265, As amended by Public Law 109-479, 109th Congress (January 12, 2007), Title III, Sec. 302.

⁷⁷ U.S. Coast Guard, *Publication 3-0, Operations*, 8.

role in spill response, vessel inspection for the prevention of spills and the oversight of liability actions.⁷⁸ The April 20, 2010 explosion on the Deepwater Horizon oil rig and resulting unprecedented environmental disaster is an example of the Coast Guard role in hazardous spills. In the first-ever declaration of a Spill of National Significance,⁷⁹ the Coast Guard led the Federal response to the spill.⁸⁰

The final non-homeland security mission is ice operations. The Coast Guard has multiple cutters that break ice to assist vessels and ensure essential maritime commerce in the Great Lakes and Northeast regions. Domestically, the Coast Guard works very closely with the Canadian Government to coordinate the commercial traffic within the Great Lakes. Additionally, the Coast Guard has the only heavy icebreakers with capability to provide year-round access to the Polar Regions.⁸¹ The polar ice-breaking capability was transferred to the Coast Guard from the U.S. Navy in 1965.⁸² Separately, the tragedy of the sinking of the Titanic in 1912 resulted in the requirements for the Coast Guard to monitor iceberg activity below 48 degrees north latitude in the Atlantic. Although once performed by ships, the mission is now completed using Coast Guard aircraft.⁸³

Similar to the homeland defense missions, the non-homeland defense missions have an impact within the international community. The marine safety mission is largely regulatory which would imply there is not a need for officers without skills in language, cultural awareness and

⁷⁸ U.S. Coast Guard, *Publication 1*, 51-52.

⁷⁹ Spill of National Significance is a catastrophic (and rare) spill which greatly exceeds the local and regional response capabilities. The Commandant of the Coast Guard is empowered to declare a Spill of National Significance in the coastal zone.

⁸⁰ U.S. Coast Guard, *2011 Posture Statement* (Washington: U.S. Coast Guard, 2010), 11.

⁸¹ U.S. Coast Guard, "Missions: Ice Operations," U.S. Coast Guard, <http://www.uscg.mil/top/missions/iceoperations.asp> (accessed March 19, 2012).

⁸² U.S. Coast Guard, *Publication 1*, 49.

⁸³ U.S. Coast Guard, "Facts about the International Ice Patrol," U.S. Coast Guard, <http://coastguard.dodlive.mil/2012/03/top-10-facts-about-the-international-ice-patrol/> (accessed March 19, 2012).

regional expertise. However, the international nature of the shipping industry and the resulting personnel assigned abroad to support the missions highlight the need to establish a formal education program for officers assigned overseas. A key function of the Activities Europe and Far East is international outreach and engagement. Related, Publication 3-0 lists marine industry leadership, expertise and global engagement along with global search and rescue expertise and leadership as core competencies. The key need for language, cultural awareness and regional experience is needed for personnel assigned abroad. Unfortunately, the Coast Guard does not have an established program to provide those skills to increase the effectiveness of personnel assigned overseas.

International Engagements

Due to in the intermingling of Coast Guard missions, the three broad roles of Maritime Safety, Security and Stewardship are logical broad grouping of the responsibility. The United States is often used as a model and is highlighted with the interest in foreign militaries in attending training at U.S. military facilities. The Coast Guard also plays a prominent role in the training of foreign services, working with international regulatory bodies, and addressing transnational issues.

International Training

The Coast Guard's mix of "military, law enforcement, resource protections and humanitarian functions" resemble many of the world's navies and coast guards.⁸⁴ Due to the similarities, the Coast Guard has a long history of training maritime forces around the world. The Coast Guard provides residential training at the Coast Guard Academy and specialty schools.

⁸⁴ U.S. Coast Guard, *Publication 1*, 16.

Additionally, the Coast Guard provides training and technical assistance through mobile training teams.⁸⁵

Resident training provides access to established Coast Guard training and education programs. International students have continually attended the Coast Guard Academy since 1971. Over 100 cadets from 34 countries have graduated since the program began. In addition, over 200 students from more than 75 countries attend Coast Guard specialty training each year. In 1995, a specialized course for international officers was developed to study organization, planning, management, and operations of a multi-mission maritime force. Since the initial class, 550 officers from 94 countries have graduated from the course titled: International Maritime Officers Course. With Coast Guard experience in crisis management of Exxon Valdez, Hurricanes Katrina and Rita, an international training course has been developed to strengthen functions in the management and response to a crisis.

In addition to the resident training, the Coast Guard has training teams that travel to host countries to provide training. Each year the mobile teams train around 2,500 students from 60 countries. Training is provided in all Coast Guard mission areas and can be tailored to the needs of the host nation⁸⁶. All of the international training opportunities are managed through the Coast Guard Headquarters Office of International Affairs. All training is funded by the host nation or through established programs through the Department of State or the Department of Defense.⁸⁷

⁸⁵ U.S. Coast Guard International Affairs, "Training and Technical Assistance," U.S. Coast Guard, <http://www.uscg.mil/international/training.asp> (accessed January 23, 2012).

⁸⁶ Ibid.

⁸⁷ U.S. Coast Guard, *International Training Handbook Edition 13* (Washington: U.S. Coast Guard, 2008), 2.

The international training supports the strategic priority for the U.S. Coast Guard of “focusing International engagement on maritime governance.”⁸⁸ The training provided will enhance other nation’s maritime capabilities and promote cooperation between the countries.

The Coast Guard personnel providing the training have advanced training in their specialty, cross trained in multiple Coast Guard mission and receive language training.⁸⁹ However, there remains a need to provide the cultural awareness to personnel that are working along host nation forces in order to establish a partnership and promoting cooperation.

International Maritime Organization (IMO)

The recent grounding and subsequent tragedy onboard the Italian cruise ship *Costa Concordia* off of Giglio Italy has heightened the concern for passenger safety ships.⁹⁰ Domestically, the United States government has enacted laws to protect those on the traveling and working in the maritime regions. In 1838, Congress provided authority for steamboat inspectors which evolved into the Steamboat Inspection Service and would later become known as the Bureau of Marine Inspection and Navigation.⁹¹ This service became part of the Coast Guard in 1946. These additional roles and responsibilities led to the current mission of Marine Safety mission which includes the development of standard and regulations designed to protect those that travel and work on the sea.⁹²

Due to the international nature of the shipping industry, the United Nations adopted a convention establishing the International Maritime Organization in 1948 which became the first

⁸⁸ U.S. Coast Guard, *Publication 1*, 50.

⁸⁹ U.S. Coast Guard International Affairs, “Training and Technical Assistance, U.S. Coast Guard, <http://www.uscg.mil/international/training.asp> (accessed January 20, 2012).

⁹⁰ Frances D’Emillio, “Italian Captain Being Placed Under House Arrest,” Fox News, <http://www.foxnews.com/world/2012/01/17/audio-cruise-captain-pleaded-not-to-reboard-ship/> (accessed January 20, 2012).

⁹¹ U.S. Coast Guard, *Publication 1*, 29.

⁹² *Ibid.*, 5.

international body for maritime matters.⁹³ The International Maritime Organization is a specialized agency of the United Nations with the overall objectives of “safe, secure and efficient shipping on clean oceans.”⁹⁴ The IMO responsibility is to develop and maintain a comprehensive regulatory framework for worldwide shipping to improve the safety and security of the passengers and crew plying the world’s oceans and the prevention of pollution by ships.⁹⁵ The Coast Guard has been a key participant and primary U.S. representative for policy development since the IMO Convention. In fact, the head of delegation for the U.S. to the Assembly, the highest governing body of the IMO, is the Commandant of the Coast Guard. Additionally, the Coast Guard officials (civilian and military) serve as head of delegation to four of the five committees and all 9 of the subcommittees.⁹⁶

The significant role the Coast Guard plays within the specialized agency of the United Nations would benefit from Coast Guard personnel with language, cultural awareness, and regional experience. With 170 member states and 3 associate members, the work of the IMO is a multi-national endeavor. Therefore, a requirement for specific language or cultural awareness is not a critical factor in the execution of the IMO responsibilities.

Fisheries

The Magnuson-Stevens Fisheries Conservation and Management Act established the Department of State with the responsibilities of negotiating international treaties regarding

⁹³ International Maritime Organization, “What is the IMO,” International Maritime Organization, <http://www.imo.org/About/Pages/Default.aspx> (accessed January 19, 2012).

⁹⁴ Ibid.

⁹⁵ Ibid.

⁹⁶ U.S. Coast Guard, “USCG IMO Homepage,” U.S. Coast Guard, <http://www.uscg.mil/imo/> (accessed February 2, 2012).

fisheries in cooperation with the Secretary of Commerce.⁹⁷ As a part of the Department of Commerce, NOAA National Marine Fisheries Service is responsible for the management, conservation and protection of living marine resources.⁹⁸ Enforcement of the regulations is shared between the NOAA and the Coast Guard with the Coast Guard having the lead for at sea enforcement. Since the creatures in the sea do not recognize national boundaries or Exclusive Economic Zones, regional and international agreements are needed to prevent depleting the migratory species. There is significant international support to protect the oceans living resources to include United Nations agreements. The Coast Guard top priority is protecting the relatively well managed fish stocks in the EEZ from foreign encroachment. Based on high value or high quantity fisheries, the Coast Guard areas of concern for encroachment include: Bering Sea along the U.S.-Russian Maritime Boundary, Central and Western Pacific around Hawaii and U.S. territories, U.S.-Mexico maritime border in the Gulf of Mexico, and several areas of the U.S. Canadian maritime boundaries.⁹⁹

Although the Coast Guard “works closely” with the State Department to develop and enforce international fisheries agreements, there would not be an identified language or culture needed for the international agreements. However, the enforcement of the EEZ boundaries especially in the areas of concern would be an identifiable language and culture to enhance the development of partnership in enforcement.

⁹⁷ *Magnuson-Stevens Fisher Conservation and Management Act*, Public Law 94-265, As amended by Public Law 109-479, 109th Congress (January 12, 2007), Title III, Sec. 302.

⁹⁸ National Oceanic and Atmospheric Administration, “About National Maritime Fisheries Service,” National Oceanic and Atmospheric Administration, <http://www.nmfs.noaa.gov/aboutus/aboutus.html> (accesses February 2, 2012).

⁹⁹ US Coast Guard, *Ocean Guardian; Fisheries Enforcement Strategic Plan* (Washington: Coast Guard, September 20, 2004), 8.

Transnational Threats (illicit drugs)

The “significant transnational security threat remains illicit drug trade.”¹⁰⁰ The money, power and ability to penetrate borders makes illicit drug trade a significant security challenge throughout the Western Hemisphere.¹⁰¹ The Transit Zone includes substantial expanses of Ocean (Caribbean and eastern Pacific Ocean) and maintaining maritime security to mitigate threats of drug trafficking is a core capability listed in the maritime forces of the United States – Navy, Marine Corps, and Coast Guard – unified maritime strategy.¹⁰² There is a “global recognition” that the use, production and trafficking of illegal drugs is a mutual responsibility among nations.¹⁰³ The joint and multinational role is evident in interagency and international efforts as a part of Joint Interagency Task Force South, a sub command of U.S. Southern Command. Joint Interagency Task Force South is a national task force responsible for the detection and monitoring of suspected air and maritime illicit trafficking. Due to law enforcement authorities, the Coast Guard is the lead agency in the interdictions.¹⁰⁴

Combatting the flow of drugs is an important mission for the Coast Guard. The transit zone operations are only a small part of the entire efforts to eliminate the challenges posed by illegal drugs. However, interdictions operations are a part of the overall effort to eliminate this threat. Despite international efforts, the mission remains. The traffickers often change tactics to

¹⁰⁰ Admiral James Stavridis, *Partnership for the Americas: Western Hemisphere Strategy and U.S. Southern Command* (Washington: National Defense University Press, November 2010), 10.

¹⁰¹ U.S. Southern Command, *Command Strategy 2020* (Miami: U.S. Southern Command, July 2010), 6.

¹⁰² General James Conway, Admiral Gary Roughhead, Admiral Thad Allen, *A Cooperative Strategy for 21st Century Seapower* (Washington: U.S. Navy, October 2007), 11.

¹⁰³ Office of National Drug Control Policy, “International Partners,” Office of National Drug Control Policy, <http://www.whitehouse.gov/ondcp/international-partnerships> (accessed February 5, 2012).

¹⁰⁴ U.S. Southern Command, “Combatting Transnational Organized Crime,” U.S. Southern Command, <http://www.southcom.mil/ourmissions/Pages/Combating%20Transnational%20Organized%20Crime.aspx> accessed February 5, 2012).

continue the flow of drugs. A recent example is the use of semi-submersible and fully submersible craft to evade detection.¹⁰⁵ This mission continues to evolve despite the national and international efforts. Partnerships and information sharing are key elements in the shared responsibility to the illegal drug threat. As a result Coast Guard personnel skilled in language, cultural awareness and regional experience are critical to facilitate the international efforts to end the transport of illegal narcotics into the United States.

The competencies and capabilities with the multi-mission Coast Guard leads to international engagements to promote United States' interests. To enhance the effectiveness of these international engagements, the Coast Guard would benefit with an established program to ensure the skills of language, cultural awareness and regional expertise was developed within the service. These skills are key in developing and understanding partners.

Future Trends

With the Coast Guard's current mission set and the international engagements, it is clear that the Coast Guard should invest the human capital into education and retaining the international relations skills (language, culture and regional experience) to enhance mission effectiveness. Another important aspect is to look at future trends to determine if the current capabilities of the Coast Guard are likely to be in demand in the future. The history of the Coast Guard would indicate that missions and the required capabilities to execute them ebb and flow. As a result, a review of the current trends is necessary step.

The Coast Guard utilizes a scenario-based strategy development as a method for anticipating the full range of plausible future operating environments. This strategy development

¹⁰⁵ Office of National Drug Control Policy, "Transit Zone Operations," Office of National Drug Control Policy, <http://www.whitehouse.gov/ondcp/transit-zone-operations> (accessed February 5, 2012).

process is called Evergreen.¹⁰⁶ In the development of the scenarios, the Coast Guard determined that globalization, global terror, climate change, energy resources, U.S.-Canadian relations and fish stocks were the “emerging issues and forces for change.”¹⁰⁷

Since the future is uncertain, this paper will look at a few trends (globally and domestically) that have the potential to impact the Coast Guard missions. The trends are: population growth, demand for fisheries, environmental change, and globalization to determine if these trends would indicate the international relations skills will have a greater need within the Coast Guard.

Population Growth

The increase in the population and in the global increase of urban dwellers is highlighted as one of five areas within the strategic environment of the National Military Strategy.¹⁰⁸ Additionally, the United Nations Population Fund noted that “rapid growth in the world’s population is a recent phenomenon.”¹⁰⁹ The world’s current population is 6.9 billion which has more than doubled within the past 50 years and is expected to exceed 9 billion people by 2050.¹¹⁰ Separately, 2008 marked the first time that half of the world’s population lived in urban areas with the projected growth to be in the urban areas predominately in Asia and Africa.¹¹¹ The majority of the population growth is estimated to occur in the urban areas of developing countries

¹⁰⁶ U.S. Coast Guard, *Creating and Sustaining Strategic Intent in the U.S. Coast Guard* (Washington: U.S. Coast Guard, July 2008), 2.

¹⁰⁷ U.S. Coast Guard, *U.S. Coast Guard Evergreen II Project Report* (Washington: U.S. Coast Guard, August 2009), 12.

¹⁰⁸ Joint Chiefs of Staff, *The National Military Strategy of the United States of America 2011* (Washington: Joint Chiefs of Staff, February 8, 2011), 2.

¹⁰⁹ United Nations Population Fund, *State of World Population 2011* (New York: United Nations Population Fund, 2011), 2.

¹¹⁰ United Nations Population Fund, “Population Trends,” United Nations Population Fund, <http://www.unfpa.org/pds/trends.htm> (accessed January 20, 2012).

¹¹¹ United Nations Population Fund, *State of the World Population 2007* (New York: United Nations Population Fund, 2007), 1.

where there is also an increase in poverty.¹¹² The large population increases in poor countries generally have “fragile environmental conditions” but the same countries have least financial and political resources to address the challenges. Additionally, basic essentials for humans such as food and water are increasingly becoming “critical issues” in the developing countries.¹¹³ Finally, the Population Fund states that the economic growth in developing countries is not keeping pace with the population growth.¹¹⁴

The Coast Guard areas that are likely to be impacted the most with the rapidly growing population is illegal immigration and fisheries encroachment in the U.S. EEZ. According to the United Nations, the United States host the largest number of international migrants.¹¹⁵ The lack of economic opportunities as population increases overpower economic progress that could lead to increased illegal maritime immigration. Additionally, least developed countries including those in the Caribbean and Latin America are projected to have a population growth rate in the next five years that is double the world growth rate.¹¹⁶ The increase need for food could lead to encroachment into the managed fish stocks within the U.S. EEZ. For example, the highest number of fishing encroachments occurs along the U.S. and Mexico border in the Gulf of Mexico.¹¹⁷ Fish are an important source of animal protein and it is estimated that one billion people rely on fish as their primary source.¹¹⁸ To further the demand for Coast Guard capabilities

¹¹² United Nations Population Fund, “Poverty,” United Nations Population Fund, <http://www.unfpa.org/pds/poverty.html> (accessed February 4, 2008).

¹¹³ Ibid.

¹¹⁴ United Nations Population Fund, *State of the World Population 2011*, iii.

¹¹⁵ Ibid., 69.

¹¹⁶ Ibid., 121.

¹¹⁷ U.S. Coast Guard, *Ocean Guardian, Fisheries Enforcement Strategic Plan* (Washington: U.S. Coast Guard, September 20, 2004), 8.

¹¹⁸ U.S. Commission on Ocean Policy, *An Ocean Blue Print for the 21st Century* (Washington: U.S. Commission on Ocean Policy, September 2004), 336.

for fisheries enforcement is the move toward regional and multinational “ecosystem-based” fisheries management.¹¹⁹

The trend in increasing population indicates that the Coast Guard missions of migrant interdiction and fisheries enforcement would have a increased demand. The need for specialization with language, cultural awareness, and regional experience would be driven by joint enforcement operations and liaison officers based in specific counties the Coast Guard engages. Additionally, the Coast Guard currently has liaisons in the source counties for the top migrants interdicted and fishing encroachment.

Demand for Fisheries

With the increase in global population, the pressures of fisheries and seafood stocks have multiplied with dramatic consequences. The National Marine Fisheries determined that 46 U.S. fish stocks are overfished.¹²⁰ Additionally, the Food and Agriculture division of the United Nations reported that 53 percent of the species monitored are exploited and the other 25 percent are over exploited.¹²¹ Meanwhile, the U.S. Ocean commission estimates that over one estimate that billion people rely on fisheries to as their primary source of animal protein.

The Magnuson-Stevens Fisheries Conservation and Management Act placed the responsibility for at sea enforcement of the domestic fisheries laws.¹²² The authorities to patrol the 200 nautical mile exclusive economic zone have further expanded to the enforcement responsibilities of international agreements such as the United Nations High Seas Driftnet Moratorium in the North

¹¹⁹ National Oceanic and Atmospheric Administration, “Office of International Affairs,” National Oceanic and Atmospheric Administration, <http://www.nmfs.noaa.gov/ia/> (accessed January 23, 2012).

¹²⁰ National Oceanic and Atmospheric Administration Fisheries Service, *Annual report to Congress on the Status of U.S. Fisheries* (Silver Spring, MD Department of Commerce July 2011),1.

¹²¹ Food and Agriculture Organization of the United Nations, *The State of World Fisheries and Aquaculture 2010* (Rome: Food and Agriculture Organization, 2010), 8.

¹²² U.S. Coast Guard, *Publication 1*, 52.

Pacific.¹²³ As nations and the international community gain better understanding of the fish stocks and sustainment regulations, there is more emphasis on regulation of the industry. For example, the 2007 reauthorization of the Magnuson-Stevens Fisheries Conservation Act required the implementation of annual catch limits with the intent to end and prevent overfishing.¹²⁴ As the regulations increase, the need for at-sea enforcement will increase accordingly.

The Food and Agriculture Organization of the United Nations estimates that 53 percent of the fish stocks were estimated to be at or close to the maximum sustainable production. Additionally, the Food and agriculture Organization estimated that 32 percent of the fish stocks were overexploited, depleted or recovering from depletion. Therefore, only 15 percent of the fish stocks monitored had the potential for increased harvesting. Additionally, there is concern for the trends of increasing percentage of overexploited, depleted, and recovering fish stocks while the percentage of fish stocks with additional harvesting capacity continue to decline.¹²⁵

Similarly, the U.S. fish stocks are having similar trends. The fish stocks determined to be overfished increased from 46 stocks to 48 stocks between 2009 and 2010. Additionally the number of stocks determined to be subject to overfishing increased from 38 stocks to 40 stocks between 2009 and 2010. Five of the overfished stocks and nine of the stocks subject to overfishing are targeted by international fishing fleets along with the U.S. fleets. However, the increased regulations and conservation efforts led to 84 percent of the 253 fish stocks monitored

¹²³ U.S. Coast Guard, "Living Marine Resources," U.S. Coast Guard, <http://www.uscg.mil/hq/cg531/lmr.asp> (accessed January 18, 2012).

¹²⁴ National Oceanic and Atmospheric Administration Fisheries Service, *Annual report to Congress on the Status of U.S. Fisheries* (Silver Spring, MD Department of Commerce July 2011), i.

¹²⁵ Food and Agriculture Organization of the United Nations, *The State of World Fisheries and Aquaculture 2010* (Rome: Food and Agriculture Organization, 2010), 8.

are not subject to overfishing. Additionally, 77 percent of the 207 stocks monitored for overfished are not overfished.¹²⁶

The critical point is that the biodiversity within the ocean is a finite resource that can be exploited. With a growing demand on these resources, governance over the stocks needs to be established to ensure the stocks are sustainable. As experienced in the increase of U.S. fisheries regulations, at-sea enforcement is a important role in maintaining the resource. The migratory nature of the living resources in the ocean require and international approach. This will increase the demand of Coast Guard capabilities and require the language, culture, and regional skills to facilitate working with other nations.

Environmental Change

The issues surrounding climate change are complex and it is noted that there are differing opinions among the scientific community. The environmental changes reviewed are based on current observations and not the causes. Regardless, the environmental changes should be reviewed to determine the impact to Coast Guard missions and further the need for language, cultural awareness, and regional expertise in the execution of these missions.

Changes in the arctic region have the potential for the most impact to the Coast Guard. The Coast Guard operates the only U.S.-flagged heavy icebreakers capable of providing year-round access to the Polar regions.¹²⁷ Coast Guard's current polar icebreaking fleet consists of CGC HEALY and the recently re-activated CGC POLAR STAR. The third polar icebreaker, CGC POLAR SEA, has been decommissioned.¹²⁸ The extent of arctic sea ice has been

¹²⁶ National Oceanic and Atmospheric Administration Fisheries Service, *Annual report to Congress*, 1.

¹²⁷ U.S. Coast Guard, "Missions: Ice Operations," <http://www.uscg.mil/top/missions/iceoperations.asp> (accessed January 16, 2012).

¹²⁸ U.S. Coast Guard, *United States Coast Guard 2011 Posture Statement with 2012 Budget in Brief* (Washington: U.S. Coast Guard, February 2011), 41.

diminishing which is leading to competing claims for Arctic resources. In 2007, Russian explorers planted a Russian Flag on the sea floor of the North Pole. Canada, Denmark, Russia, and the U.S. have claims in the Arctic region.¹²⁹ In addition to the competition for the resources, the receding ice provides the potential for new shipping routes. NOAA reports that the arctic sea ice extent has been below average since 2000. Additionally, 2011 marked the second smallest sea ice since the ice extent has been monitored by satellites.¹³⁰ The transformation from ice to sea also opens new areas to commercial fishing which would have a direct impact to the Coast Guard as the lead at sea fisheries enforcement. The increased access to the Arctic has the potential to increase the demand for Coast Guard capabilities, but also highlights the need to have a international view in dealing with the countries with claims in the region.

The severe weather experienced as a part of climate extremes has additional impact to the Coast Guard's search and rescue mission. The largest search and rescue operation in U.S. history followed Hurricane Katrina in the Gulf Coast.¹³¹ This is compounded by America's coastal population density is five times greater than the country as a whole.¹³² Severe weather and climate extremes have a greater impact on the poorer nations and have the potential to spur migration.¹³³ As the lead agency for at sea migrant interdictions, the climate changes with the potential for severe storms or prolonged dry or wet conditions could result in the illegal immigration which would increase the need for Coast Guard assets. When executing the migrant interdiction mission, personnel with the appropriate language, cultural awareness, and regional

¹²⁹ BBC News, "Russia Plants Flag Under North Pole," BBC News, <http://news.bbc.co.uk/2/hi/europe/6927395.stm> (accessed January 30, 2012).

¹³⁰ National Oceanic and Atmospheric Administration, "2011 A Year of Climate Extremes in the United States," National Oceanic and Atmospheric Administration, http://www.noaa.gov/stories2012/201220199_global_stats.html (accessed January 31, 2012).

¹³¹ U.S. Coast Guard, Publication 1, 56.

¹³² U.S. Coast Guard, *The U.S. Coast Guard Strategy for Maritime Safety, Security, and Stewardship* (Washington: U.S. Coast Guard, January 19, 2007), 24.

¹³³ United Nations Population Fund, *State of the World Population 2011* (New York: United Nations, 2011) 94-95.

experience can facilitate the completion of the migrant interdiction missions mostly through the facilitation of the quick and efficient repatriation. In addition to the statutory missions, increased population grown in coastal areas are susceptible to catastrophic storm or natural events such as earthquakes that could increased the demand for humanitarian efforts such as the earthquake in Haiti.

Globalization

Thomas Friedman defines globalization as “the inexorable integration of markets, nation-states and technologies to a degree never witnessed before...”¹³⁴ Additionally, Friedman argues that globalization is the international system that succeeded the Cold War framework.¹³⁵ Further the National Security Strategy states that the “free flow of information, people, goods and services has accelerated at an unprecedented rate” since the end of the Cold War.¹³⁶ The integration and interconnections from globalization has resulted in the U.S. economy being linked to the world. Accordingly, an enduring U.S. interest is a strong economy in an open international economic system.¹³⁷ The world’s oceans provide a key link in the supporting the increasingly interconnect global economies in that 90 percent of the world’s commerce travels by sea which has quadrupled in the past four decades.¹³⁸

The significant increase in the global trade carried by sea has impact on the Coast Guard’s regulatory and security missions. Additionally, the global integration increased the interactions with partners and allies in supporting mutual interests. The global interactions require a foundational understanding of our international partnership. A Foreign Area Officer program

¹³⁴ Thomas Friedman, *The Lexus and the Olive Tree* (New York: Anchor Books, April 2000), 9.

¹³⁵ *Ibid.*, xxi.

¹³⁶ White House, *National Security Strategy* (Washington: White House, May 2010), 7.

¹³⁷ *Ibid.*, 7.

¹³⁸ General James Conway, Admiral Gary Roughhead, Admiral Thad Allen, *A Cooperative Strategy for 21st Century Seapower* (Washington: U.S. Navy, October 2007), 3.

provides a way to bring skills of language, cultural awareness and regional expertise into the Coast Guard.

In a similar review of dominate global trends conducted as a part of War College studies, CAPT James Jenkins reviewed population and demographic trends, global warming, global trade and terrorism as a part of war college studies.¹³⁹ Through the analysis of the likely global future trends, CAPT Jenkins determined whether the Coast Guard's strategic plans prepare the service for changes it may face. The conclusion was that the high-level strategies are relevant and provide a foundation for the Coast Guard to future meet future challenges.¹⁴⁰ The *Evergreen II Project Report*¹⁴¹ and the *Coast Guard Strategy for Maritime Safety, Security and Stewardship* for the likely future challenges. However, the strategic review did not delve into the basic education requirements to meet these global trends. For example, the *Evergreen II Project Report* identifies thirteen "core action strategies" that are recommended to implement now in order to meet future needs. The Core Action Strategies of "21st Century Partnership, Advancing Global Maritime Governance, and Maritime Policy Engagement" are directly related to international engagement and partnerships.¹⁴² Further the report highlights the need for "foreign language, cultural, and diplomatic skills" are critical to the implementation of the strategies.¹⁴³ Although the analysis of Coast Guard strategies prepare the service for future, the underlying considerations for implementation were not considered in the review. As such, the Coast Guard needs to establish a program to educate officers in language, cultural and regional issues to meet the future challenges.

¹³⁹ CAPT James Jenkins. "Scanning the Horizon: Coast Guard Strategy in a Hot, Flat, Crowded World." Strategy Research, U.S. Army War College, March 12, 2010, 4-8

¹⁴⁰ Ibid., 30-31.

¹⁴¹ Evergreen Project is the Coast Guard's continuous process of strategy development and strategic renewal which is coordinated with each Commandant's tenure.

¹⁴² U.S. Coast Guard, *Evergreen II Project Report*, 6.

¹⁴³ Ibid., 29.

In summary, the global trends are likely to increase demands on Coast Guard competencies and capabilities. Additionally, the demands will likely require more Coast Guard engagement with the international community. Further, *the Priorities for the 21st Century Defense* released in January 2012 highlights the importance of building partnership capacity for “sharing the “costs and responsibilities of global leadership.”¹⁴⁴ As such, the Coast Guard there is a need for the Coast Guard to educate and retain officers with skills in language, cultural awareness, and regional expertise in order to meet the challenges of the future.

Recommendations and Conclusions

The current Coast Guard Commandant’s, Admiral Robert Papp, vision states “We are defined by our Missions, People and Heritage. We will selflessly serve our Country and perform our duties in a manner that secures the trust and confidence of mariners and citizens alike. We will set a course that steadies the Service, honors our profession, strengthens our partnerships, and respects our Shipmates.”¹⁴⁵ The guiding principle of strengthen partnerships is to advance “mutual interests and enhance effectiveness”¹⁴⁶. Additionally, the Commandant top priority is to “sustain mission excellence” to include “reshaping military and civilian personnel systems and policies to meet current and future requirements.”¹⁴⁷

The themes by the current Commandant are further codified in doctrine. Both *U.S. Coast Guard: America’s Maritime Guardian* (Pub 1) and *Operations* (Pub 3-0) describe the seven principles of Coast Guard operations. The principles are: Clear Objective, Effective Presence, Unity of Effort, On-Scene Initiative, Flexibility, Managed Risk, and Restraint. The principle of

¹⁴⁴ Department of Defense, *Priorities for the 21st Century*, 3.

¹⁴⁵ Admiral Robert Papp, *U.S. Coast Guard Commandant’s Direction* (Washington: U.S. Coast Guard, 2011), 1.

¹⁴⁶ *Ibid.*, 14.

¹⁴⁷ *Ibid.*, 18.

effective presence relates to “having the right assets and capabilities at the right place and right time.”¹⁴⁸

Further, *Publication 1* states that a key factor in effective presence is “acceptability.” The multi-mission nature with the combination of military, law enforcement, and humanitarian responsibilities, the Coast Guard is regarded as a “welcomed and valued partner” with foreign entities.¹⁴⁹ The Commandant’s guiding principle of strengthen partnerships would be enhanced if the Coast Guard developed a program to develop and retain language, cultural awareness and regional expertise within the Coast Guard. These skills would further enhance mission execution and support the Commandant’s top priority “sustain mission excellence.”¹⁵⁰

Aligned with the reshaping of personnel systems to meet current and future requirements, the Coast Guard should add an officer specialty for those skilled in language, culture and regional expertise. The critical need would be for those officers assigned abroad, especially in Coast Guard Liaisons. The Department of Defense has an established Foreign Area Officer program that could be used as a model. Additionally, the Defense Language Institute Foreign Language center increased the capacity in fiscal year 2011.¹⁵¹ Separately, components of Department of Homeland Security have personnel stationed abroad. In particular, U.S. Customs and Border Protection, U.S. Immigration and Customs Enforcement and the U.S. Secret Service have personnel stationed overseas.¹⁵² The Coast Guard could also capitalize on Department of Homeland Security programs within certain components. The renewed focus on international

¹⁴⁸ U.S. Coast Guard, *Publication 3-0; Operations* (Washington: U.S. Coast Guard, February 2012), 25.

¹⁴⁹ U.S. Coast Guard, *Publication 1*, 79.

¹⁵⁰ Admiral Robert Papp, *U.S. Coast Guard Commandant’s Direction* (Washington: U.S. Coast Guard, 2011), 18.

¹⁵¹ Department of Defense, *Quadrennial Defense Review Report*, 29.

¹⁵² Department of Homeland Security, “DHS’s International Footprint,” Department of Homeland Security, <http://www.dhs.gov/ynews/fact-sheets/20111202-dhs-international-footprint.shtm> (accessed January 11, 2012).

partnership within the government also drives the need for an program to develop the skills in language, cultural awareness and regional experience.

The homeland security missions related to law enforcement and the corresponding liaisons assigned overseas highlights the need for an international skills program for certain officers. The ability to communicate, and understand the overseas environment will enhance the effectiveness of the personnel assigned abroad. Likewise, the non-homeland security mission of marine safety also has personnel stationed abroad with a primary responsibility to conduct international engagement. As these officers advance in their careers the knowledge and skills obtained will remain within the service. These skills will broaden the understanding of the service.

The eleven mandated Coast Guard mission are diverse across the maritime domain. Although the Coast Guard may generally be considered a domestic agency, the missions have an international impact. Additionally, the Coast Guard is also maintains “acceptability” in engaging with international partners. As a result, there is a need to maintain some language, cultural and regional awareness skills within the organization. The Coast Guard does establish some level of these skills; however, until the skills are codified within an officer specialty or sub-specialty the education and retention of the skills will remain haphazard.

Further, international engagement through training, international regulatory organizations, and dealing with transnational issues, places the Coast Guard personnel on the front line with international partners. International engagement individually does not require a skill set consisting of language, cultural awareness and regional understanding. However, these skills are needed to develop a partnership with trust and cooperation. For example, the Coast Guard initiated the North Pacific Coast Guard forum in 2000 and the North Atlantic Coast Guard Forum in 2007. These Forums meet twice a year as a non-decision making advisory body to foster cooperation on fisheries enforcement, illegal drug trafficking, and maritime security. The North Atlantic forum consists of agencies from European countries, Russia and Canada while the

North Pacific membership includes agencies from Canada, China, Japan, South Korea and Russia. This type of engagement helps to foster understanding and work toward solutions impacting the region. Recently, there have been calls to establish a Arctic Coast Guard Forum as a subset of the North Atlantic and North Pacific Forums in order to address issues in the Arctic.¹⁵³ The effectiveness of these forums would be greatly enhanced if there was an established specialty with the appropriate skills within the Coast Guard that could be drawn upon for these type of engagements.

The review of the global trends highlights the potential for growing demands on Coast Guard capabilities within an increasingly interconnected world. First population growth within predominately poor nations could result in increased migration. Additionally, the increased population would continue to place pressures on the stressed fisheries stocks that provide much of the daily intake of animal proteins. Further, the environmental changes related to new accessibility in the polar regions and more extreme weather places additional demands on the Coast Guard capabilities and international partnerships to address these issues.

As stated in *Sustaining U.S. Global Leadership*, the development and building partnership capacity is important for shared costs and responsibilities. Through the international training teams, the Coast Guard provides the “small-footprint” approach to enhance the capabilities of partner nations.¹⁵⁴ With partner nations ability to contribute to transnational issues such as drug interdiction and fisheries enforcement, there will be less requirements for the U.S. to provide. This is aligned with the mandated reductions in federal spending as required by the

¹⁵³ Jacqueline Klimas, “U.S., Canada discuss Arctic cooperation,” Navy Times, April 9, 2012.

¹⁵⁴ Department of Defense, *Sustaining U.S. Global Leadership*, 3.

Budget Control Act of 2011.¹⁵⁵ To facilitate the partnerships the Coast Guard should establish a specialty for the skills in foreign language and regional and cultural knowledge.

The first ever *DHS White Paper on the U.S. Coast Guard* highlights the Coast Guard's international presence,¹⁵⁶ yet there is established training program or officer specialty to ensure the personnel assigned are prepared to work overseas. Additionally, the theme for the 2012 Posture Statement is "locally based, nationally deployed, and globally connected."¹⁵⁷ To capitalize on the global connections through the execution of the missions and engagement, the Coast Guard should establish a program to educate and retain officers with skills need when working with foreign partners. Further, this is aligned with the Commandant's top priority of sustaining mission excellence to include required changes in the military personnel systems to meet current and future requirements.

Recommendation

In order to manage the personnel that execute or support the missions of the Coast Guard, the Coast Guard officer corps has a specialty structure. The thirteen specialties are: Aviation, Command, Control, Communications, Computers, and Information Technology (C4IT), Engineering, Finance, Human Resources, Intelligence, Legal, Management, Medical, Operations Afloat, Operations Ashore – Prevention, Operations Ashore – Response, and Reserve Programs. In addition to the thirteen specialties, there are 38 sub-specialties.¹⁵⁸ Although the experience and education determine the appropriate specialty or sub-specialty, nearly all (over 98 percent) of

¹⁵⁵ Congressional Budget Office, "Sequestration Update Report," Congressional Budget Office http://www.cbo.gov/sites/default/files/cbofiles/ftpdocs/123xx/doc12317/08-12-2011_sequestration.pdf (accessed January 31, 2012).

¹⁵⁶ Department of Homeland Security, *Safety, Security, and Stewardship: 2011 DHS White Paper on the U.S. Coast Guard* (Washington: Department of Homeland Security, 2011), Annex E.

¹⁵⁷ U.S. Coast Guard, *United States Coast Guard 2012 Posture Statement with 2013 Budget in Brief* (Washington: U.S. Coast Guard, February 2011), 11.

¹⁵⁸ U.S. Coast Guard, *Developing a career as a Coast Guard officer* (Washington: U.S. Coast Guard, June 2001), 6.

Active Duty officers compete in a single competitive category for promotion which is the Active Duty Promotion List. Coast Guard officers are not single tracked and may have designations in one or more specialties.¹⁵⁹

As a part of the specialty designations, the Coast Guard maintains over 40 advanced education programs not including the Command and General Staff programs. The majority of the officers selected for the programs attend a civilian post graduate program.¹⁶⁰ With the leadership of the service groomed through a bottom up principle, advanced education program are essential to attain skills needed for the service. In line with this additional education, the Coast Guard should implement an advanced education program to capture the skills in foreign language, cultural awareness and regional experience. The Department of Defense established the common skills needed to qualify for a Foreign Area Officer which include: language skills at a professional level, post-graduate degree in applicable regional studies and in-country experience.¹⁶¹ With an established post graduate education process, the Coast Guard could work with the Department of Defense for appropriate regional studies and language training.

The Coast Guard has 49 Liaison Officers assigned overseas and has a two Marine Safety commands abroad. By utilizing the guidance provided in the recently updates manual for Coast Guard International Strategic Guidance, the Coast Guard could select regions to utilize the language and regional skills in the established liaison positions. The skills would be immediately utilized in the current overseas assignments.

There is a requirement for the skills in language, cultural and regional experience for Coast Guard officers now. Global trends would indicate the requirement will grow in the future. Therefore, the Coast Guard should establish a regional expertise speciality.

¹⁵⁹ Ibid., 7.

¹⁶⁰ U.S. Coast Guard, *Active Duty Officer Postgraduate and Advanced Education Application Process Guide*, (Washington: Coast Guard, March 2011), 21-33.

¹⁶¹ Department of Defense, DOD 2009 Annual FAO Report, 16.

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